

DRAFT DECISION FRAME

The objective of this document is to provide a common frame of reference for the Facilitated Collaborative Process between the Administration and Legislative Drafting Group to improve decision making for interim and long term emergency shelter/navigation center needs.

This draft has been compiled based on initial interviews and working meetings with Mayor's office and Assembly Legislative Drafting Group members and with review of various documents that were provided and/or referenced in the interviews and feedback from public meeting with Assembly Committee on Housing and Homeless 8/1.

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This Decision Framing document addresses shelter elements (including mass care¹ and navigation services²) of the continuum of care³ for adults⁴ experiencing homelessness⁵ in Anchorage in full recognition that solving homelessness requires a full system continuum of care. The shared goal of the parties to the decision-making process is that homelessness in Anchorage be a rare, brief and one-time experience.

Problem statement(s)

1. What is the best alternative for mass care of adults experiencing homelessness for the 2021/2022 winter season?
2. What are the best long-term interventions⁶ to address shelter and navigation services gaps in the current continuum of care for adults experiencing homelessness in Anchorage?

Target Dates

- 8/30: Recommend 2021/2022 winter shelter plan to support a resolution at the 9/14 Assembly Meeting. (at risk - need to obtain cost estimates)
- 9/15: Recommend longer-term shelter / navigation strategy to support 10/1 budget submittal.

¹ Mass care:

https://www.fema.gov/sites/default/files/2020-07/fema_ESF_6_Mass-Care.pdf

https://www.cdc.gov/cpr/readiness/00_docs/capability7.pdf

² Shelter and navigation services: as described in AR-2021-256

<https://www.muni.org/departments/assembly/pages/publicportalassemblydocuments.aspx>

<https://www.resourcesforintegratedcare.com/concepts/navigation-services>

³ Continuum of care: <https://endhomelessness.org/resource/what-is-a-continuum-of-care/>

⁴ This decision recognizes but does not address nor impact existing shelter plans for youth, teens, families.

⁵ Homelessness:

https://files.hudexchange.info/resources/documents/HomelessDefinition_RecordkeepingRequirementsandCriteria.pdf

⁶ Intervention: "the action of becoming intentionally involved in a difficult situation, in order to improve it or prevent it from getting worse" Cambridge Dictionary

Desired Outcomes

- The community is proud of how citizens in need are respected and supported with compassionate and effective help.
- No one dies because of lack of availability of shelter.
- All persons experiencing homelessness are offered, and if accepted, provided housing or shelter
- Mass care and shelter / navigation center(s) plans align with the identified need as part of the community's continuum of care.
- The capital and operating costs for mass care and shelter / navigation center(s) is proportionate to the overall continuum of care needs.
- The public is engaged with shelter / navigation center(s) planning.
- Mass care and shelter / navigation center(s) are good neighbors that embrace best practices and standards that support public satisfaction.
- The negative impacts to the public from homeless camps is reduced.
- Long term shelter / navigation center(s) solutions are sustainable (fiscally, operational capacity, public satisfaction)
- Anchorage Coalition to End Homelessness and philanthropic partners (HLC and partners) are in support of the plans.
- Interim solution(s) for winter 2021 / 2022 align with longer term strategy. Investments made in interim solution(s) are part of the long-term continuum of care strategy.
- Interim solution(s) must be feasible to implement prior to winter season and minimize disruption to clients in existing mass care facilities.
- Sullivan Arena return to normal service as soon as practical. Wolverines' 1st game is Oct 15th. There is no signed contract between the Wolverines and the city for the use of Sullivan Arena.
- Sullivan Arena remains the congregate mass care location until such time as an alternative location(s) are operational.
- Also accommodate clients housed at non-congregant Site 1 (200 beds) as contract ends 2/22/22 (due to planned facility remodel).
- Ongoing and active support of the housing surge to reduce the need for shelter and to further the goal of housing stability.
- Interim solution(s) can be achieved by one or more facilities.
- Other?
 - _____.
 - _____.

DRAFT Potential Sites for Mass Care for 2021 / 2022 Winter

The following sites were identified as possible locations to evaluate as locations for a mass care facility for the immediate winter season.

See APPENDIX A for a list of additional sites review in 2020 that were determined to not be feasible. These sites have not been reviewed as part of this collaborative decision process.

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| 1. 1000 4 th Ave (mental health clinic) | 16. JCP Furniture Warehouse |
| 2. 300 Calais Drive (Old Johnsons Tire) | 17. Northway Mall |
| 3. 333 W 4 th Ave (old Sunshine Mall) | 18. Point Woronzof (50 acres west end of Ted Stevens airport) |
| 4. 4400 Business Park Blvd | 19. Public Land S of 100 th / Minnesota (70-acre tract) |
| 5. 459 W Bluff Dr (old Petroleum building) | 20. Salvation Army 48 th Ave |
| 6. 550 Bragaw (old PNA building / old Williwaw Elementary) | 21. Sam's Club at Tikahtnu |
| 7. 6689 Changepoint Dr | 22. Sears Warehouse |
| 8. 814 W Northern Lights Blvd (old Mat Maid building) | 23. Sullivan Arena |
| 9. 9051 King St (old Medline building) | 24. Tudor / Elmore Development Site |
| 10. 949 E 36 th Ave (old VECO building) | 25. Tudor / Elmore Evidence Lot |
| 11. Former Alaska Club on Tudor Road | 26. W 54 th (Old Clare House) |
| 12. Dena'ina Center | 27. Spenard Rec Center |
| 13. Egan Center | 28. Fairview Rec Center |
| 14. Elmore / Dowling SW corner 8 acres | 29. Ben Boeke Ice Arena |
| 15. Federal Archives (Midtown) | 30. Dempsey Anderson Ice Arena |

Others?

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_____.

DRAFT Primary Screening Criteria

Primary screening criteria are “go / no go” criteria used to determine if potential sites warrant further evaluation. Sites that pass the screening criteria may still be determined to be unfeasible based on more detailed analysis of the site. The screening criteria align with the Anchorage Municipal Code for Site Selection even though shelters are permitted under Conditional Use Permits that do not require compliance with AMC 21.03.140(I).

- Criteria that any location must meet to be considered a potential alternative:
 - o Zoning appropriate for shelter licensing (PLI or B3)
 - o Within 0.25 miles of public transportation or can easily be connected
 - o Can be fenced to provide site security.
 - o Meets health and safety standards within Municipal code and the CDC recommendations
 - o Other?
 - o _____.
 - o _____.
 - o _____.

- Additional criteria for potential mass care sites for the 2021/2022 winter season:
 - o Be available now (city owned, on real estate market, currently vacant)
 - o Have utilities available for immediate connection – water, sewer, electric and gas
 - o Space on property(ies) for surge capacity
 - o Other?
 - o _____.
 - o _____.
 - o _____.

Potential Alternatives

Potential alternatives to the Sullivan Arena mass care facility for the 2021/2022 winter based on initial review of the screening criteria are: TBD after August 25 meeting

DRAFT Given Decisions for Mass Care / Shelter Design and Operations

Givens are decisions that will be included in broad design parameters of all alternatives for mass care. Estimates for cost and schedule will be based on these minimum design requirements. (Note – these will be revisited for the second problem statement for long term strategy.)

- Mass care facility(ies) will have navigation centers.
- Basic medical services will be available onsite (not necessarily full-time).
- A 0.25 mile no tolerance zone will be established around the perimeter of the site.
- Minimum facility design criteria for mass care facility(ies) will include:
 - o Meets CDC requirement for spacing
 - o Indoor admissions intake space
 - o Day activity area
 - o Secure outdoor gathering space (including smoking area)
 - o Space for support services
 - o Secure storage space for personal property and bikes
 - o Dining
 - o Showers
 - o Restrooms
 - o Laundry
- System will serve multiple client groups – i.e. men’s area, special needs/medical, LGTBQIA+, women, elders
- System will provide ADA compliant accommodations
- Other?
- _____.
- _____.
- _____.
- _____.

DRAFT Planning Assumptions

The following assumptions support the evaluation of potential alternatives to the Sullivan Arena mass care facility.

- Existing winter mass care maximum capacity
 - o 139 beds Current established shelters (Brother Francis, Gospel Rescue Mission and Hope Center)
 - o 400 beds Sullivan Arena
 - o 50 beds Surge / Warming Tents
 - o 360 beds/rooms Non-congregate (hotels)
 - o 200 beds Site 1 (available until 2/22/22)
 - o 69 rooms Site 2
 - o 18 rooms Site 3
 - o 23 beds Site 4
 - o 50 beds Site 5
- Estimate of 50 people currently unsheltered (presumed to be covered by surge/warming tent capacity)
- Identify additional demand for winter 2021 / 2022
- Typical shelter utilization/client acceptance rate approximately 70% (ACEH Outreach Pilot Data 2020/2021)
- Except for Site 1 maintain existing non-congregate mass care hotel facilities for winter 2021/2022.
- Identify housing rate from housing surge and other rehousing initiatives
- Others?
- _____.
- _____.
- _____.

DRAFT Ranking Criteria

Ranking criteria include both objective and subjective considerations that will be used to determine which alternatives provide the highest potential value for addressing the problem. The highest ranked alternatives undergo more detailed analysis to validate conceptual estimates and shape the best value solution.

The following criteria have been drafted to rank potential mass care sites for the 2021 / 2022 winter season. (Further discussion is needed to establish the criteria for long term shelter / navigation center alternatives.)

Cost Estimates (based on minimum design and operating standards, Given Decisions, for all alternatives):

- Capital cost
- Operating cost

Schedule:

- Time required to implement

Operational Success (preferred for homelessness and transient shelter, but not required for mass care):

- Proximity to existing homeless population
- Proximity to medical support / hospitals
- Proximity to police support
- Proximity to personal supports (food, shopping, etc.)
- Space for safe ingress / egress
- Separation from major roads
- Space for services (minimum 15,000 sq ft)
- Exterior space for recreation
- Adequate parking for clients, staff, service providers
- Can accommodate couples

Public Impacts (preferred for homelessness and transient shelter, but not required for mass care):

- Visible buffer zone
- Separation distance (e.g. schools, liquor stores, etc.)
- Existing population density
- Aesthetics

Future Alignment:

- Zoning appropriate for shelter licensing (PLI or B3)
- Within 0.25 miles of public transportation or can be easily connected
- No / minimal regretted spend
- Not constrain future continuum of care improvement options
- No negative impact or constraint to the value of other local land use

Others?

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APPENDIX A. SITES REVIEWED IN EARLY 2020 DETERMINED TO NOT BE FEASIBLE

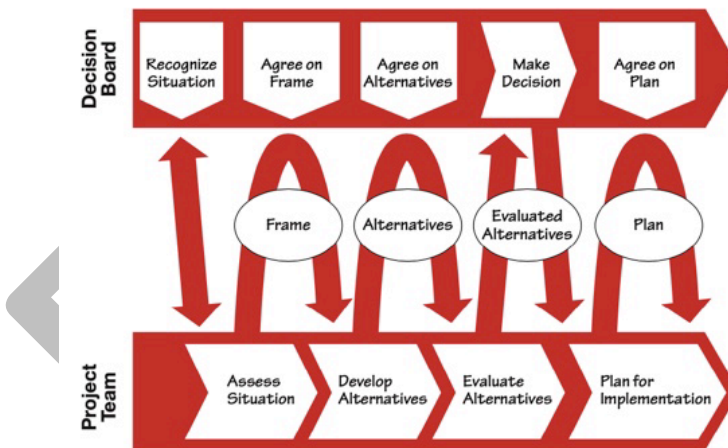
| | |
|--|--|
| 1000 E 4 th Ave (Stoltz Building) | 700 H St (adjacent Marriott) |
| 1002 W 30 th | 702 W 32 nd |
| 115 E 3 rd Ave (Ramada Inn) | 702 W 32 nd Ave |
| 141 E 5 th Ave (Florcraft) | 720 5 th (hotel) |
| 1430 Gambell St (Black Angus Inn) | 831 B St (Parkview Center) |
| 1675 – 1689 C St | 935 Gambell St (old Audi dealership) |
| 1900 W Benson | Anchorage Business Park |
| 2511 Sentry Dr | Best Western Lake Lucille Inn |
| 2522 Arctic Blvd | Clarion Suites Anchorage |
| 2522 Arctic Blvd (Universal Building) | Comfort Inn Ship Creek - Anchorage |
| 301 E Northern Lights (Frames Etc) | Fairfield Inn - Anchorage |
| 3103 Muldoon Rd (old movie theatre) | Holiday Inn Express Anchorage |
| 3836 Spenard (PSH Chelsea) | Hollywood Vista Tract 28 (vacant parcel Govt Hill) |
| 411 D St | Microtel Inn and Suites – Anchorage |
| 4115 Lake Otis Parkway (medical office) | Motel 6 - Anchorage |
| 4263 Minnesota | O'Malley Square |
| 507 E St | Parkwood Inn Apartment |
| 509 W 3 rd Ave | Sheraton Anchorage Hotel & Spa |
| 512 Eyak Dr | |
| 525 E 4 th (Henry House) | |

APPENDIX B. DECISION PROCESS



Source: Stanford University Decisions and Ethics Center

Dialogue Decision Process



The Dialogue Decision Process guides decision makers to a quality decision through dialogue with a project team, creating alignment and commitment to the highest value choice along the way. The DDP is designed to avoid biases and to satisfy the requirements for DQ.

References:

“Decision Quality: Value Creation from Better Business Decisions” 2016 Strategic Decisions Group International LLC

<https://sdg.com/thought-leadership/decision-quality-defined/>